By UNHCR



Towards Definite Solutions for IDPs in the South & West: A National Operation Plan

Current situation:
During the Constitutional Loya Jirga, President Karzai along with many delegates raised the IDP issue. General Dostum in a written statement pledged to facilitate the conditions for those displaced from the North to return. As a result of the CLJ, the IDP issue as a whole is now firmly a political priority under discussion by the Cabinet.

IDP Caseload: 200,000 individuals in the South (mainly in the Zhari Dasht, Panjwai, Maiwand, Spin Boldak and Mukhtar (Helmand settlements). Humanitarian assistance currently provided to 140,000.
3,500 families in Maslakh camp in Herat.

IDP Categories:
1. Protection related IDPs from the North (Badghis, Faryab, Sari-Pul & Jawzjan)
2. Kuchi IDPs from Registan
3. Other Kuchis affected by drought
4. Drought affected non-Kuchis

Main Objective: To increase the rate of IDP return and to sustain reintegration.
- Facilitated return programmes to promote sustainable return
- Increased support in areas of origin to both returning and receiving communities
- Inclusion of returned IDPs in National Programmes

Institutional Arrangements: Based on the principle that the State of Afghanistan is responsible for the protection and durable solutions for the IDP caseload, the National Plan has been developed by MoRR, MRRD and MFTA, with assistance from UN agencies. Due to the reintegration focus of the Plan, it has been submitted into the NDB under CG4. A steering committee will be established at a national level chaired by MoRR to oversee the implementation of the Plan. Membership of this task force will include these Ministries, representatives of the Kuchi Vulnerability Committee, UN agencies and representatives of the implementing partners. Operational task forces (return and reintegration) will be established at a provincial level with provincial representatives of the central membership and the Provincial Governors. These task forces will be responsible for participatory planning, technical assessments and project consultation and review.

A re-evaluation of levels of assistance: Transition towards reduced dependency on free humanitarian assistance and increased self-reliance needs to find an appropriate balance between push and pull factors in the IDP settlements. Humanitarian care and maintenance in the settlements will have to be phased out, or become an integral component of return or local settlement programmes. The emphasis will be redirected towards labour opportunities, with free humanitarian assistance available only to the most vulnerable. Valuable lessons from the West can be applied to the South.

Economic Integration Assessment: The main objective of this assessment will be to assess the potential of receiving communities to absorb IDP returnees, with particular focus on the local demand for labour and skills and the potential for economic integration. (Funding has been sought from UNDP BCPR).

Reintegration: The main objective will be the political, legal, social and economic reintegration of the IDP returnees. This will be achieved in the medium term through the mainstreaming and inclusion of the IDPs in the ongoing National Programmes (NSP, NABDP, MISFA, NEEP, Rural Water Supply & Sanitation etc). In the short term, area-based reintegration plans will be developed specifically for the reintegration of IDP returnees. These reintegration plans will benefit the community as a whole, focusing on areas (villages in a particular valley or along a river), rather than individual villages. Linkages and complementarity will be sought with the ongoing activities of the National Programmes. For example, NSP villages that include returned IDPs in the Community Development Councils and project identification and

prioritisation could receive a further 'peace dividend', funding for an identified project not covered by the NSP block grant.

Category 1: Protection related IDPs from the North
Approximately 35-38,000 IDPs have expressed a willingness to return to the Northern provinces. UNHCR facilitated 'go and see visits' for IDP representatives from the South and West in February will further the decision to return or remain. There are certain preconditions to return or parallel activities that need to take place outside the scope of this plan: removal or control of local commanders, disarmament and the establishment of the rule of law through police training and improved district administration, including a respected mechanism for the resolution of land disputes.

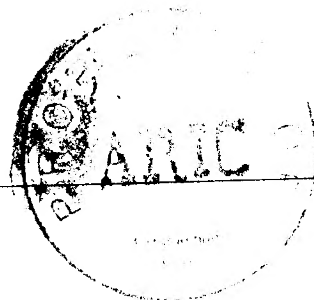
The area reintegration plans will have to take into account that without progress on the preconditions, an improvement in household income could lead to more taxation/exploitation from the commanders and improved access to irrigation or agricultural productivity could lead to increased poppy cultivation.

Category 2: Kuchi IDPs from Registan
This category comprises of pastoralists who use the Registan as a key resource area and can be divided between those who permanently stay in the Reg (Beluchi Kuchi – 90% of the caseload) and those that are seasonal users (Pashtun). The caseload numbers approximately 6,800 families and surveys have shown an almost 100% willingness to return by the permanent settlers in the Reg. To facilitate return, pastoralist life will be encouraged. A return to Registan will require a substantial improvement of the local conditions and additional support to allow a return to a sustainable livelihood. The necessary components for a return and reintegration programme would include: rehabilitation of existing water sources, rebuilding livestock herds through zero grazing to lead to a restocking mechanism (including the establishment of a livestock bank for lending), community development and capacity building for Kuchi ownership/management, income generating activities and established access to social services.

Category 3: Other Kuchis affected by drought
This category refers to pastoralists who used to migrate from the Southern provinces towards the Central Highland, in particular from Kandahar and Helmand to Zabul and Ghazni provinces. The drought has caused severe loss of livestock, further exacerbated by the lack of access to major grazing areas due to conflicts over pasture rights. The working figure is approximately 9,000 families. There has been no clear survey on willingness to return, but anecdotal information suggests that they would be willing to return if provided with livestock. However, if they had the choice the preference would be to receive agricultural land. A process of community dialogue will be initiated, both in the IDP settlements and the return areas that discusses mechanisms and preconditions for return.

An assessment of the potential of the resource base for pastoralism will be conducted to provide an indicative figure of pastoralists that can be successfully rehabilitated. Those willing to return will be supported through a loan based restocking mechanism, provision of skills in animal husbandry and livestock products processing and other income generating activities that can take place alongside pastoralism. The area reintegration plans will benefit both the resident and nomadic communities, in an effort to increase the viability of the newly re-established pastoralist livelihood.

Category 4: Drought affected non-Kuchis
This category can be estimated at approximately 1,000 families scattered in all IDP settlements and is composed mainly of local rural inhabitants from the surrounding provinces. The majority of this caseload is landless and economically vulnerable. These people used to work in the agricultural fields and have lost their source of livelihood through the drought. Many are unwilling to return to their place of origin without viable income alternatives. However this category needs to be re-profiled, to gather information on the reasons preventing return. A part of this category includes those who have opportunistically moved to IDP settlements to benefit from the humanitarian assistance on offer. Specific, targeted



interventions can take place in the area of origin, but lack of land and assets will be an obstacle to return.

Residual caseload:
Skills training will be delivered to increase the opportunities for accessing labour and to fortify coping mechanisms as a result of the reduction in humanitarian assistance. It is planned to advocate for and ensure the inclusion of IDPs in national employment programmes. The pastoralist Kuchis will require a right of use for grazing land. Skills training (reflecting labour opportunities and demand), assets transfer and access to micro finance programmes will be presented as an alternative to the nomadic lifestyle, for those who now prefer the sedentary way of life.

Access to land:
This is a key issue affecting all IDPs, whether it is those in Category 1 wishing to reclaim their land and property, or those in the other categories needing access to grazing land for return to the nomadic lifestyle, or agricultural land for those who wish to remain sedentary. Access to land will be required in the areas of origin to facilitate return and in the areas of displacement for the residual caseload. The high degree of rural landlessness and the current inequity in land relations are a complex socio-economic problem, which needs to be addressed with care. A Land Access Working Group (relevant Ministries and UN agencies) shall be created to research and analyse the various possibilities and a possible eligibility criteria, taking into account the legal, social and economic implications.

Immediate next steps

1. Support and endorsement by the Heads of Agencies
2. Meeting between the most concerned UN agencies
3. Meeting between the most concerned Ministries (MoRR, MRRD and MFTA)
4. Establishment of the Central Steering Committee
5. Establishment of the Provincial Task Forces with clear ToRs
6. Contacts and discussions with potential implementing partners
7. Devise and develop specific project ideas with concrete outputs and outcomes for presentation to donors (at this stage not detailed proposals)
8. Donor briefing to launch the National Plan (tentative – 12th February)

Activities, Actors & Timeframe

The budgeted timeframe for the plan is three years. The timeframe for activities currently does not extend beyond 1383/2004, due to the fact that more assessment, consultation and dialogue are required. The security situation in the South and in the areas of return in the North could also constrain the practical implementation of the Plan. It should also be remembered that the CLJ has presented a window of opportunity that should be exploited.

Activities	Potential Actors	Timeframe
All categories		
Endorsement of the National Plan by the Government, UN agencies and presented to the donors	MRRD, MoRR, MFTA, UN agencies, main donors	1st-12th February
Establishment of Central Steering Committee, Provincial Task Forces and Land Access Working Group	MRRD, MoRR, MFTA, MAAH, MIWRE, Provincial Governors, KVC, MoI, MoJ, UNAMA, UNDP, UNHCR, WFP, FAO, UNICEF, AREU	February
Economic Integration Assessment	Central Steering Committee, Provincial Task Forces, ILO, UN Habitat	March
Recruitment and positioning of UNDP IDP Advisors (Kandahar: pastoralist, Maimana: reintegration)	UNDP	February - March
Consultation workshop in Kandahar with all relevant actors to discuss modalities for a transition to increased self-reliance. Lessons learnt from Herat recorded.	MoRR, MRRD, MFTA with participation of all actors.	February
Mainstreaming IDPs into National Programmes	MRRD Reintegration Unit	Ongoing
Category 1		
Faryab workshop for Ogata project identification	UN agencies	February
'Go and See Visits' to Northern provinces of return	UNHCR, MoRR, IDP representatives	February - March
Advocacy for necessary preconditions for return: commander control, disarmament, establishment of the rule of law	UNAMA, MoI, MoD, MRRD/MoRR	February – March
Further assessments for developing of reintegration and co-existence projects	MRRD, UNHCR, UNDP	February
Initial facilitated return	MoRR, UNHCR, IOM	March/April
Initial reintegration assistance (shelter/water/income generation)	MoRR, UNHCR, MRRD	March – July
Implementation of area reintegration plans	MRRD, UNDP, implementing partners	March 04 – March 05
Category 2		
Registan assessment: mapping locations of Kuchis, assessing water sources and alternatives, assessing quality of soil, developing Kuchi management and	CADG/Cordaid, MRRD, MFTA, UNAMA,	February

ownership of return and reintegration process		
Community dialogue to build consensus and ownership of the Registan Kuchi over the entire program	VARA/Cordaid	Ongoing
Establishment of Kuchi department in the Office of the President	Kuchi representatives, Office of the President	January/February
Dialogue on modalities for the creation of a livestock loaning mechanism and creation of the livestock bank	MRRD, MAAH, Cordaid/VARA, KVC	February - April
Water source rehabilitation	Traditional well diggers, WFP, Cordaid, VARA	February - June
Development and implementation of area reintegration plans including establishing access to social services	MRRD, MoE, MoH, UNDP, UNICEF	After the return
Category 3		
Re-profiling of Category 3 and 4, to determine the active caseload of each category, identifying the conditions for return and those that are willing to return.	UNHCR	Ongoing
Community dialogue to present clear information on government policy, design a Return Program, and build ownership of the Kuchi over the program	Lead agency yet to be identified	February - April
Creation of a livestock bank	Lead agency yet to be identified	April
On-going experimentation, evaluation and expansion of additional income generating activities	Lead Agency to form or join a taskforce to evaluate and assess possibilities. Supported by the Kuchi Vulnerability Committee.	
Category 4		
Re-profiling	UNHCR	Ongoing
Mapping of expected areas of return	UNHCR, IOM, MoRR	February – March
Return of those willing and targeted interventions.	UNHCR, IOM, existing NGOs.	May - August
Vocational training programmes for the local integration of the residual caseload	Existing actors, UNHCR, others to be identified	April onwards

Indicative Resource Gaps (3 years)

These estimates are only indicative and further assessments are required. The emphasis is on the resource gaps, and the costs likely to be carried by UNHCR, WFP and IOM under their normal programming are not specified. Area based Reintegration Plans are included, but long term reintegration needs are to be mainstreamed under the National Programmes, and are therefore not mentioned. The cost of processes of local integration is also not specified, due to the initial focus on return.

Description	USD	Comments
Area of displacement		
IDP earmarked funds for NEEP in area of displacement	10,800,000	Declining from 100% to 0% over 3 years, 20.000 labourers, 15 mandays/month, 2USD/day
Economic integration assessment	60,000	
Institutional support to MRRD	475,000	
Sub-total	**11,335,000**	
Return and Reintegration Programmes		
Category 1		
Transport for Return of 2,000 families	UNHCR/IOM	as per return package/ CG 1
Provision of Food for 3 months	WFP	WFP /CG 1
Support to Initial Reintegration (shelter, water, income generation)	958,000	Based on UNHCR estimates
Restocking of herds	5,000,000	
Area Based Development Plans	2,500,000	$50-100,000 per cluster of villages
Sub-total	**8,458,000**	
Category 2		
Assessment of Reg	50,000	
Provision of Food for 6 months	WFP	to be provided in area of return
Water development	2,000,000	Cordaid + WFP + NABDP + RuWatSan
Livestock Bank – Loan System	7,500,000	CORDAID/VARA (in collaboration with others)
Programme Support costs / Technical Assistance	1,500,000	CORDAID/VARA/other actors
Income diversification	1,500,000	CORDAID/VARA (in collaboration with others)
Area based Reintegration Plans	3,000,000	$50-100,000 per cluster of villages.
Sub-total	**15,550,000**	
Category 3		
Research costs	100,000	System analysis (consultant + Operation costs)
Investment costs	200,000	Vehicles and office equipment
Program Support Costs	2,000,000	Staff plus Operation cost
Livestock banks (loan basis)	15,000,000	Estimated at 20 animals per family, 2500 households restocked per year. [3 years]
Veterinary Support	750,000	Vaccines, dewormers + VFU contracts
Transportation costs for 7,500 families	187,500	Support of 5 USD per person.
Provision of Food Assistance	WFP	
Income diversification	1,500,000	On basis of 7,500 families
Area based Reintegration Plans	3,750,000	$50-100,000 per cluster of villages
Sub-total	**23,487,500**	
Category 4		
Return of 500 families	UNHCR/Other	transport costs/ CG1
Provision of Food Assistance	WFP	CG1
Initial reintegration activities	250,000	targeted interventions
Sub-total	**250,000**	
Grand Total	**59,030,500**	